
CITY OF SEDRO-WOOLLEY

Special Meeting of the City Council
February 24, 2017 – 5:00 P.M. – Council Chambers

ROLL CALL: Present: Mayor Keith Wagoner; Councilmembers: Judith Dunn Lee, Germaine Kornegay, Brenda Kinzer, Julia Johnson, Chuck Owen, Rick Lemley and Brett Sandström. Staff: Recorder Brue, City Supervisor/Attorney Berg and Librarian Debra Peterson.

The special meeting was called to order at 5: 05 P.M. by Mayor Wagoner.

Pledge of Allegiance

Welcome – Mayor Wagoner

Mayor Wagoner announced that tonight’s meeting serves two purposes. It is a meeting of the City Council and a first reading of a negotiated proposal which consists of three interlocal agreements. Secondly it is the first of four opportunities for public engagement as committed to by resolution of the Council in July of last year.

Mayor Wagoner introduced members of the Sedro-Woolley Public Library Board of Trustees in the audience. He then introduced members of the Central Skagit Rural Library District Board in attendance. He reminded everyone that the District board members are in attendance as guests and have their own procedures to follow.

Mayor Wagoner thanked everyone for coming to learn about the proposal. He showed a picture of the Carnegie Library once located at the current site of the Sedro Woolley High School gym and a picture of the current library. He stated when the new library was built it was a move backwards and tonight is an opportunity to look forward.

Mayor Wagoner introduced Mary Dumas Meeting Facilitator. He announced that a Spanish interpreter is available and spoke of the effort to be transparent with hundreds of documents available for viewing on the city website. A historical timeline of the library was presented and a timeline of important steps in the interaction with the district. Mayor Wagoner encouraged everyone to focus on what makes sense going forward and what the real purpose of a library is.

Instructions – Mary Dumas, Facilitator

Facilitator Mary Dumas explained the meeting is in a workshop format and is the first of four public meetings. Tonight will be a walk-through of basic information in a structured format for each section.

Dumas reviewed the rules for speaking as follows:

One Speaker at a time.

Clarifying questions first.

Give everyone a 1st turn before taking a 2nd turn

Ask questions and offer comments in writing

Listen to learn

City Supervisor/Attorney Berg reviewed the public process and where tonight's meeting falls into the place of the timeline. He stated tonight's meeting is meeting 1 of 4. The second meeting will be the March 8th Council meeting at which time the Council may or may not decide to proceed with the concept or the concept with changes. If they decide to proceed a 3rd meeting with a date to be determined would be set, followed by a 4th meeting. At the request of Debra Peterson, Librarian, Berg reminded everyone that written comments are accepted any time.

Library Proposal – Key Concepts

- Partnership Interlocal Agreement (ILA)
- Building Development & Ownership (ILA)
- Library Services (ILA)

Partnership Interlocal Agreement (ILA) (*Clarifying questions & answers*)

Covers the conceptual overview, mechanism, authority and public process of the city and district.

P-1 Do predesign costs get shared (if incurred) from point agreement is moved forward? (L35-36)

Predesign costs from the point when the agreement is effective moving forward would be shared. Costs the city or county incurred up and to the point of contract coming into effect would be each entities responsibility.

P-2 Question inaudible. Not repeated.

Yes, the books will be transferred from the city's ownership to the districts ownership. Transfer is of ownership not just the actual object. (L46)

P-3 What part of the agreement addresses management and operations costs.

Two places, one in the Building Joint Development & Ownership Interlocal Agreement (Pg. 4, L83-85) addresses who owns it and what percentage. (L89-93) addresses the debt which is shared in the same percentage to ownership. The ownership is addressed is addressed in that section and the operations is in the Library Services Interlocal Agreement where the district is committing to running the library. There is not a specific dollar amount the district is asked to commit to operating the library, they are asked to commit to a level of service.

P-4 Can you influence the way that they have to pay. (FAQ Representation)

We do not have in this concept a dollar amount the district would be committing to operate the Library. What they are committing to do is the necessary resources to run it. The library district is not County, it is an entire separate legal entity that is not Skagit County. Skagit County is not a superior government to the City. All Skagit County has is the statutory authority to appoint the district board of trustees. What the city and district can't do is agree to something that the county commissioners will do. They are independently elected and authorized to take their own actions. Their only role with the library is appointing trustees.

P-5 Inaudible Question not repeated.

No, it is not contemplated under the current decision making structure. In the concept agreement there are three decisions that are reserved for the city council and the district board of trustees that are future hurdles. As the concept document has been drafted there are three issues that are so important that can't be known until the predesign process is done, and those could be deal breakers before the agreement actually happens. It's a final decision except if the location, budget or design are not accepted by either body.

P-6 How many districts are you talking about, how many districts make up that 59%.

Directed to map showing the Central Skagit District area and the City area. It's one. You are referring to County Commissioner districts, that is a completely different animal. The boundaries of the Central Skagit district are roughly the boundaries of the Sedro Woolley School District excluding the City.

P-7 Is there a plan to do a survey to access with the community what kind of library and services are needed.

Not currently, there will be a needs assessment as part of the predesign process to help inform the architectural team what the facility needs would be. The city did engaged with the architectural team last year, but it doesn't make sense to engage in a needs assessment until we know if we are doing something together or not.

P-8 Are there architectural plans for the building.

No there are not. The City hired SKHS Architects to do some predesign work. That was put on hold because the question of whether we are working together or not has been ongoing for some time. There wasn't a lot of point in spending money to get a concept because a concept for going alone would be very different than together. It would happen prior to construction.

P-9 Cost share and allocation.

It is tied into the 2010 census and will not be readjusted every 10 years. The reason for that is because the costs are basically at the front end. It would be difficult to build a structure based on 2010 and have an adjustment every decade thereafter.

P-10 What happens to books if the partnership decides not to stay together?

The question was after a year or two. There is no mechanism under this process for a divorce in the first 20 years. It is all tied to the term of debt service. The partnership term during which it has been agreed to be together for a 20 year period. Post 20 years there is a process on Pg. 5(L119-125) that addresses how the ownership of the building would be separated post 20 years. There is nothing addressing the details on how anything else would be separated.

P-11 How do I get a vote in this particular type of partnership arrangement? The district seems to have a vote but city residents don't.

There seems to be a fundamental misunderstanding of representative government. This is a representative council who does the business of the city for the citizens and they are elected by your vote. We do things like this all the time. We build roundabouts, we sign interlocal agreements It's a representative body that was voted for by the people to do the business. For example the Jameson Roundabout, we don't have a vote on that, an individual vote. It's expensive, it's time consuming and that is why we have representative government up here and that is why you have seven city council and a mayor.

P-12 In the State of Washington libraries are separate from regular city government. Where does the annexation vote fit into this process.

(L50-51) What is contemplated in the concept is that no later than 5 years prior to the expiration of the agreement. The city council would ask the voters if they want to be annexed anywhere between the year 1st to the 15th year.

P-13 Voter Bonds vs. Councilmatic Bonds

The distinction between voter bond is that voter bonds raise you property taxes. Bonds in Anacortes to build a new library or Lake Stevens or even Sedro-Woolley when the Police and Fire building was built raised your property taxes to pay for the bonds. The bonds contemplated by this concept are not a voter approved deb. They do not go on your property tax bill, they come out of the general revenues of the city and are councilmatic bonds.

P-14 Why did the Mayor wait until three weeks into the year to spring the idea?

Mayor Wagoner responded: because I didn't know anything about it. It fell into my lap in November and that's why I have reacted to the situation.

P-15 Has the book collections at the library been appraised by an outside party.

The estimated value is only the opinion of the library staff and the collection are of materials that exist in a limited print and is kept in public trust.

P-16 History of when the project was talked about and with whom.

The Mayor briefed the sequence of events at the first public forum that was held and was recorded and is available on the website. I was not the Mayor; I didn't get to be the Mayor until January 1st.

Building Development and Ownership ILA (*Clarifying questions & answers*)

Covers ownership, budget, funding, building design and construction administration, reserve fund and roles and responsibilities.

BD-1 Why is the district running the city library while the mutual facility is being built?

The intent behind (L56-60) is to avoid duplicable costs. Once the agreement goes into effect, the city will start paying the district for its services and sharing the cost of the building design. It made sense to the negotiating committee to have one operator of the library so we can be more efficient in the expenditure of public resources. The District would be in charge of the library staff and all of our librarians who choose to would be District staff. The library director would be the District's director.

BD-2 Does seniority matter in selection of staff?

(FAQ 27 & 28) for more insight.

BD-3 Will taxes increase/decrease? (question asked by county resident)

You are a resident of the District. You are already being taxed for the district library and there is no reason you taxes should change based on this proposal. The legal limit in the State of Washington is .50 per 1000 for a district library.

BD-4 Question about budget.

SKHS Architects has given an estimate and it is not based on a small scale library like LaConner who will pay more per sq. foot than a larger library like Ferndale. We paid the architect to take the Ferndale cost and escalate those costs to 2017 dollars and scale them to a variety of sq. footages (16,000 18,000 & 20,000 sq. ft.)

as well as adjusting those prices with the reuse of an existing building with certain assumptions. We do not believe we can build a library for 5M. Thus there is a capital budget request for 2 M which would bring that to a 7M budget. The district also has \$900,000 committed to FF&E which is part of the overall budget. That puts us at 7.9M. Clearly it will cost more but is not a 10M project. We have SKHS Architects to advise us. The Mayor has stated a preference on location but it is not set in stone. We still have partners to agree with and they are not in favor of the Mayors preferred location.

BD-5 Could this all fall apart if the price changes?

There are three variables that require the approval of both the City Council and the District board of trustees even after contracting and one of those is budget. If in fact it turns out that the cost would exceed what this model has been built upon then the choices are: a) don't proceed; b) proceed using more money or to seek outside dollars or; c) to scale it differently to fit the budget. Those are the range of options.

BD-6 Question inaudible and not repeated.

No, at the bid stage the partnership will be 100's of thousands of dollars into the design. Approval will occur pre bid but will be post professional design estimation.

BD-7 Is it common to have multiple designs where architects compete?

In Washington State that is not common. It is not the way it works.

BD-8 I heard the Mayor's preferred location is the old Market Place building. Is this true?

I have said it publicly that it is my preference. It doesn't mean that the District is going to go that direction, or that it's anyone else's preference. I can tell you why it's my preference. It's an ugly building now, that has been sitting there for 15 years, it looks bad and if we can replace it with something that looks nice that would be wonderful. It will help revitalize our downtown area because downtowns all across the nation and in Washington State are dying off. People are trying to find ways to bring it back. One way to bring it back is to have a reason to come downtown. It also has a great parking lot. I have been inside and it has potential to be absolutely beautiful. That's my preference, but it doesn't mean it's going to happen. We also have asked our architects to evaluate six sites including the current site. I do prefer that it's in the historic downtown area and Market Place is my preference.

BD-9 Are you looking at other buildings, is the team considering other options?

There is no team, and there are no buildings being considered at this point. If we get through the four boxes (chart on back of agenda) and into the fifth box we'll have a joint team that will engage in a robust public process that will look at all sorts of sites and will consider sites that we can't talk about tonight because nobody's thought of them yet. It's premature to say other than does the Mayor have a site he likes and yes he does.

BD-10 Why is ownership transferring to the District and not staying with the City when your contributions are more capital financial than the other party.

The budget piece, you're missing is the \$625,000 in new books as well. The District would be in for \$900,000 in FF&E which is more than just a few desks and chairs. It's all the shelving systems, computer stations etc. as well as \$625,000 in a new collection from the ground up with the community. I don't know how you value the Sedro Woolley collection, I have looked at the ALA website and I'm skeptical the 2M would be a reasonable valuation in any public market place.

BD-11 And why not contract for that service.

They don't want to for one thing. We are in negotiations with a partner and you don't get everything you want. That has never been something the District has offered up as an option.

BD-12 Square footage current and square footage envisioned.

The current library is 6,272 sq. feet. We talked about a library of up to 18,000 sq. feet, single story. The size and costs are relation to one another so that is something that is very much a part of the predesign process. The market place just for reference is 20,000 sq. feet.

BD-13 Inaudible question, not repeated.

The District would continue to make its payment plus the city's share. The district would pay the city for those bond payments until the bonds are retired.

BD-14 Who decides how big it will be and why can't it be a remodel option of the current library.

BD-15 Who decides is a joint decision of the Sedro Woolley City Council and the Library District board of trustees. Budget, design and location is very much an analog for those decisions that get reserved for the final go/no go after predesign. Why isn't the current library a location, I can't say that it is not. That is a

predesign question and I believe the current library location would be one of the studied sites for consideration when the architects are looking at location.

Numerous questions were asked that fell into the “green box” section which comes at a later phase within the timeline.

BD-16 What is the breakdown for the sq. footage area for usage?

The vision is after a needs assessment and robust public process is completed we’ll know what the public wants in a library. Debra reminds us that when we get to the green box we expect everyone to come back. The needs assessment is part of the green box and is part of the predesign process. That is when what will be built, how much it will cost and where it will be located will be decided.

Library Services ILA (*Clarifying questions & answers*)

Covers the parties, term and key provisions such as levels of service, cost, renewal and effective date.

LS-1 Inaudible question, not repeated.

The building payment (Pg. 4) for the city is 41% of the agreed upon budget. Which in this document talks about 5M. We will put in 41% of the annual debt service.

LS-2 How much do I pay for the library.

There is no property tax line item to determine. You would take the amount the city spends on the library and convert that to assessed valuation based on the current assessed valuation of your home. Debra thinks it’s .41 per 1000. The District is .47 per 1000 for 2017.

LS-3 Will there be meeting space.

That is a green box question, but Mayor Wagoner did say he would go out on a limb and say yes.

LS-4 Is there a type of a matrix for library services.

The closest thing to a matrix for library services would be the American Library Association. They have a recommendation of 1 to 1.5 sq. foot per person you are planning to serve. Regarding meeting rooms, these days there has not been a library built that has not included meeting space. Books will always be the heart of the library but there is the need for gathering spaces for book discussion groups, early learning story times, and there are plans to increase lectures and authors. Also needed are comfortable seating for people to sit and work on their tablets.

LS-5 Are we building big enough per the formula.

Not speaking for the District library but they have such a large territory that they may look at other points of service at some point (green box). Point of fact, it would be 15,218 sq. feet to have an equal space per person scaled out.

LS-6 What happens if over budget?

There are four choices that the City Council and the District board would have to choose among: a) to fund the gap through local dollars that is not raising taxes by using existing revenues programmed to pay for the difference (borrow 6M instead of 5M); b) discontinue the project; c) seek alternative third party funding or; d) to scale the project to fit the available resources. Who would decide that would be the District board of trustees and the City Council concurrently at that time.

LS-7 Inaudible question – not repeated

The city will be paying the bond, it will be a city of Sedro Woolley councilmatic issued bond using the full faith and credit of the city using our bond rating. It will be issued in our name. The district will pay its share of the bond annually and we'll make our annual bond payment. Separately the City will pay quarterly to the District our share of operation costs.

LS-8 How will the new library be compatible to the STEM development that is taking place in the community schools.

By the use of maker's spaces. They can be high tech for STEM, science technology engineering and math although we like to add the arts. It can also be lower tech for woodworking, crocheting or knitting. Maker's spaces could fulfil your question about helping with STEM. There are also things that can be added like manipulatives. The City library has been working with STEM for about 7 years. We have kits on everything from dinosaurs and more. We could also have kits for adults. If you were interested you could have telescopes for check out or the use of 3D printers.

LS-9 What if the budget and costs don't match and the city discontinues moving forward. What would the city do?

There are no current plans and it would be up to the City Council. If we go that far and it falls apart there's going to be a great deal of interest in the community to have something happen. I would expect that a whole new conversation would start.

Public Input on Components I-III

Facilitator Dumas encouraged people to put comments on post-its if they were not able to stay to the end or did not wish to speak up in public.

- PI-1 Control – The District board allows for city residents to be on the Board but not required. There is no lasting control over representation.
- PI-2 Collection – Concerned about loss of the city owned collection and giving it to another entity. Will the district have the same affection for city focused print only books.
- PI-3 Glad the City library staff will be at the future library to care for this collection. Think there is a high value for historical books.
- PI-4 County/District already has a digital focus so I can see where there are concerns about print collection. Will additional collections be books?
- PI-5 What if this is a project that becomes more than 5M. Should we spend this now? We have a good library. The District can build better.
- PI-6 The Idea that the current library as adequate is wrong. Its 50 years old and we need more room and ideas.
- PI-7 Can the agreement dedicate space and holding of historical collection into agreement?
- PI-8 Where is the guarantee that the City library staff stays on. Agreement builds assurance for individuals to choose

The city has negotiated with the district a clear path for staff to transfer to the new library but the city cannot make a city employee choose to go to work for another employer. All we can do is build the legal framework to ensure they have that option but it's up to the individual.

- PI-9 What happens if the District's conditions are untenable to staff?

The city can ensure there is not reduction in pay and equivalent benefits but if you're concerned the temperature will be too hot or the hours too different or you'll be expected to shelve more books than is reasonable within a work period, I don't understand what you're talking about. I can tell you I spent many, many hours in the room with district officials and they have great interest in building a happy, bright, enjoyable, pleasant library. The key to building any successful library or anything in the public sector are the people who run it. My puzzlement is I'm having a difficult time imagining where the conditions of employment are so and miserable that somebody would leave.

- PI-10 Great job on developing the agreement
- PI-11 Add a definite number on purchase of equipment. Nail down the numbers so value is agreed to and it is covering what is needed. Give a 5% variance.
- PI-12 Wished the Mayor would have talked with the Library staff first before going to the district about improvements.
- PI-13 Concern for loss of representation (More complex/less direct)
- PI-14 6:1 ratio of books now /doesn't get improved due to population ratio.
- PI-15 Is bigger better?
- PI-16 How do we get the same services with doubled population? Until the building is built we have crowding. More hours/days.
- PI-17 It's vital for the future of Sedro Woolley to have a good library. Nit picking is short sighted. This is a high value opportunity for improvement with no increase in tax costs.
- PI-18 City Library already serves a broad population. May need to be refurbished or remodeled. The District has the option with a better deal in this. Costs to parties are different.

Next Steps for Sedro Woolley City Council

Meeting 2 of 4 will be held on March 8th 2017 at the next regular City Council Meeting. The Council may or may not decide to proceed with the concept or the concept with changes at that time.

Mayor Wagoner thanked Mary Dumas for facilitating the meeting. She was met with a round of applause. He also thanked the audience for their input and comments.

Councilmember Questions and Comments

Councilmember Sandström: stated that Debra paints a beautiful vision of what a library can be. He addressed motives of the county and questioned why would they show us malice? It is a partnership not set up to be a bumble. He also addressed Staff going to the district, noting that staff is cared for and works well with both sides. Sandström stated he wants to the partnership succeed.

Councilmember Kornegay: pointed out the council is all accessible via the website, phone numbers are posted on the website and encouraged the public to contact them.

Councilmember Kinzer: voiced her frustration she has had throughout process noting that people are saying what's in it for me. She stated we need to be thinking of the kids and their future with access for kids to take and stem. We need to be looking out for the kids.

Councilmember Johnson: stated we are growing as city and we do anticipate that we will grow and need to be prepared and not play catch up

Mayor Wagoner commented on the need of working together and the Library Districts addition of a book mobile. He noted they are looking at joining in with the summer lunch programs in the school district and if not partnered only the rural customers would have access.

The mayor thanked everyone for coming and without objection the meeting adjourned at 7:30 P.M.

Post It Comments

Sedro Woolley residents have library access and have had a hard time getting access without proper ID. Would allow children from both inside city and rural to go together.

Are we duplicating services in our community? Schools have STEM, illegal working classes, community center,

Duplication of resources – STEM classes, costs Survey realize

Why Building criteria for 26,000 people. They won't all come at the same time. Promise of improved city library not delivers. District got resources.

Why does our city not fund a % of the budget to the library like other cities?

Who gave the Mayor the right to give the library away and it is a library right not city.

Why is it the people do not know about what's going on with the library.

Sedro Woolley is growing will the % proportionally be revisited 2010 census old, not accurate, no update.

I feel people look to librarians as people who can help with information but there have been many rumors generated by the librarians at the City library.

I feel like we are missing a large population at these meetings, people who might not be able to or feel welcome at these meetings: teens, young families, young children, Latino population. We are hearing over and over again from the same people and most often are related to the staff of the city library.

Where is the money coming from. Councilmanic bond?

City should coerce district library into contract with city whether they like it or not.

